Equal Opportunity: Race Relations

'RAP' SESSION. Admiral Elmo R. Zumwalt Jr. (left), Chief of Naval Operations, "raps" with black sailors during a lunch with a U.S. Navy unit. On trips to Navy units, the CNO frequently holds discussions with various ethnic groups and dependent families of U.S. Navy personnel. Admiral Zumwalt's seven-point program to improve race relations in the Navy appears on Page 14. (Official U.S. Navy Photo)

COMMANDERS DIGEST

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Where We Stand Today

Race Relations In The Armed Forces

DEPARTMENT OF DEFENSE

HUMAN GOALS

To make military and civilian service in the Department of Defense a model of equal opportunity for all, regardless of race, sex, creed or national origin. . . .

By Donald L. Miller
Deputy Assistant Secretary of Defense (Equal Opportunity)

Normally, when one thinks of progress in race relations, it is measured in terms of what has been done—what has happened in the past. We have all, in the past five years, gone through radical changes.

We may be uncomfortable with some of those changes, but looking back, I will wager that none of us would prefer to be the person we were five years ago in exchange for the person we are now. Change, in the human animal at least, brings about growth. We can all expect more change and none of us will be disappointed.

Challenge Is Clear

The challenge to us here is a clear one. To continue our operations without disruptions we need to stabilize the minorities in our system by opening the system up and bringing them into it as full partners—allowing them to participate in social goal setting rather than

attempting to isolate them, or even dictating to them.

When I speak of minorities in our system, I am not really talking of blacks, or chicanos or orientals or American Indians. What I am talking about are those who are shut out of participating in the goals set for them.

It may be that our successes have been limited ones to date simply because there is some confusion in the field about what Equal Opportunity and Race Relations are all about. I'd like to dispel that confusion.

As part of our charter to determine conditions in the field and measure the racial climate, Curtis Smothers, the Director for Equal Opportunity (Military), and I have both recently returned from extensive visits to the field—he to the Pacific and I to Europe.

We both noted a marked increase in the awareness of the top leaders of the essential need for well-defined and skillfully executed programs in both equal opportunity and race relations training. The further we travelled down the chain of command, however, the more we were likely to find misapprehensions and misconstrued directions.

Not a Black Pacification Program

Equal Opportunity is *not* a program just for blacks or other minorities, even when well-intentioned people think it is. Equal Opportunity is *not* a program just for blacks or other minorities even when some not-so-well-intentioned people feel threatened by it and believe it to be a means of self-aggrandizement by minorities at their expense. Equal Opportunity is *not* a crisis-dictated marshalling of resources to meet emergency conditions.

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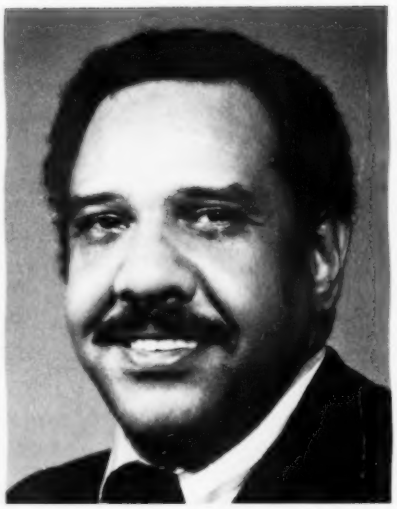

Donald L. Miller

Equal Opportunity *is* an integral function of command. Equal Opportunity *is* absolutely essential to the full functioning of the organization—not simply to prevent disruptions but to insure the full participation and functioning of every member of the organization.

How about Race Relations training? Race Relations training does *not* seek to focus on our shortcomings or exacerbate the distance we are from where we should be. Race Relations training does *not* seek to give members of the Armed Forces a better appreciation of their fellow servicemen and women *regardless* of their individual race and ethnic differences. Race Relations training *does* seek to dampen friction between groups of people through an objective recognition of accomplishments as well as shortcomings, and to give people a better appreciation of their fellows *because* of their individual race, ethnic and life-style differences.

What the Services Are Doing

When the Equal Opportunity Officer serves as a full member of the base commander's staff, this is the kind of management we feel has the best chance to move Equal Opportunity from *ad hoc* efforts and crisis programs to a system of affirmative, goal-oriented Equal Opportunity management, capable of meeting the root causes of inequality.

It still depends on the individual commander to determine how much the command chain is used. It still depends on the individual commander to determine how much the Equal Opportunity Officer fronts for and substitutes for the commander.

This is prevalent in the Services from the evidence of our visits to both the Pacific and Europe. There were far too many examples in all Services of apathetic attitudes on the part of commanders and other leaders toward Equal Opportunity, including a failure to place guidance from higher headquarters into practice. There were far too many examples in all Services where matters properly within command responsibility were transferred to Equal Opportunity Officers in order to avoid unpleasant tasks or to avoid taking a personal stand. Even so, progress is being made.

Human Relations Councils

A human relations council established to provide a means of communication between the commander and his men can be a highly effective tool for commanders. It can also be a dangerous one. On my trip I found a fairly widespread lack of confidence in the chain of command. One of the areas of cynicism was the human relations council.

Individuals saw councils as set up simply to meet a "paper" requirement. Others complained that the membership on the councils was "stacked" by the commander to insure that he had a "tame" group. When I checked out these complaints I found they were often true.

In other instances I found that the councils had virtually 100 percent all-black or all-minority membership. This looks to me as a means of providing a safety valve—"blow off steam if you will," but of no substantive value to the members, the commander, or the organization.

Commanders are doing a distinct disservice to the Equal Opportunity and Race Relations programs when they try to manipulate their human relations councils through one of these methods. More importantly, what it says to me is that the commander is afraid or unable to communicate. What it says most of all, of course, is that there is a failure of leadership.

In the area of Race Relations training, all the Services have shown a gratifyingly positive attitude at the top levels.

Affirmative Action Plans

Each Service has developed comprehensive affirmative action plans at the Departmental level. They include specific goals and timetables for a wide range of areas from which minorities have been effectively excluded or clearly limited in their opportunities. The progress made in each Service as a result of the Departmental affirmative actions plans is gratifying.

I wish I could say I were satisfied with that progress. I am not. To date, our affirmative action plans are still primarily found at the top level.

Action is underway to require affirmative action plans at all units, battalion level or above, but to date, commanders still are in a position of having to measure progress by such negative and questionable indicators as decreases in racial incidents. To date, affirmative action plans are still primarily concerned with the problems of blacks. Other minorities must be brought into the program.

Women Are Ignored

And here, it seems to me, is an appropriate time to speak about Service women. In every Departmental actions plan, women are ignored unless they happen also to belong to a minority group. This attitude must change. If we can't do it "because it's right," we must do it because in an All-Volunteer Force we have no other choice. Women volunteers may be the difference between a viable and non-viable Defense establishment.

Take your choice of reasons, but be assured that women will be afforded equal opportunity and that we will not tolerate a public relations effort without true substance.

I do not intend to be all-inclusive here. What I have intended is to mark the very real progress that has been made and perhaps to point to areas which must be improved. "Management" and "leadership" says it all. Where we have outstanding leaders, the job is getting done. But until we have good management at all levels, we are not going to be able to complete the job.

To Implement Human Goals

Our office, the Deputy Assistant Secretary of Defense for Equal Opportunity, is heavily involved in providing the management guidance to insure that the job

gets done. Our charter calls for the full realization of Equal Opportunity for all people—the full implementation of Human Goals objectives. Since I assumed office, my staff has been increased 80 percent. This is an indication that the Office of the Secretary of Defense is serious about Equal Opportunity.

I have been able to assign one officer full time to work with plans and policy guidance for women. Also, we now have sufficient manpower—people power—to develop and shortly to execute an effective compliance monitoring operation.

Seminars for General Officers

With the increase in staff, I now have an officer working closely with Defense Race Relations Institute (DRRI) to insure that the products of the Institute are responsive to the needs of the Services and fully equipped to do the job. As a result, we have accelerated the output of DRRI to provide every Service (except the Marine Corps, which has its own Human Relations Training School) with sufficient instructor teams to afford every Service member 18 hours of Race Relations Education annually.

We have taken internal actions to increase the effectiveness of our DRRI graduates, and we are in the midst of establishing Equal Opportunity Management Seminars for General and Flag Officers, with a target date of next January for the first session.

The Defense Race Relations Education Program is a program unique in all the world. It is a pioneer effort to bring people together to understand each other. I think it is clear that most people enter the Service with an insufficient appreciation of one another's differences. DRRI is set up to change behavior, with the hope that attitudes will also change once behavior has changed.

We are convinced that a thoroughgoing change in behavior is necessary in order to maintain unit integrity and increase mission effectiveness. This is why we are focusing so much effort on getting the program moving and working.

In the All-Volunteer Force, with the drawdowns and cutbacks in personnel, we are not seeing comparable cutbacks of operational commitments. We must optimize our resources to get the job done. And we can't do that when an individual is frustrated and angry because he or she is denied the basic right to fair and equitable treatment.

To Make Up for the Past

When I speak of equitable treatment, I am not saying that you are going to treat everyone just alike. If we started today treating everyone just alike and went on for 100 years treating everyone just alike, based on the relative positions at the start, at the end of 100 years, everyone would be in the same relative position.

Equitable treatment means looking back and finding the person who has been denied opportunity in the past and giving him the means to fulfill his potential—giving him the opportunity to make up for the past. That is when true progress has been made. I hope we will keep in mind the guy at the bottom of the totem pole. Until he or she is as convinced as we are that progress has been made, we have, in fact, no progress.

What U. S. Army Commanders Should Know

By Robert F. Froehlke
Secretary of the Army

I want to make you aware of my complete official and personal commitment to the Army's race relations and equal opportunity programs.

I am not an expert. As a matter of fact, I guess I am what I suspect most of you are. I am a groping and coping, sincerely concerned person. I don't have very many answers. I have my prejudices. Nonetheless, I do know that if this Army is to perform its mission, we must improve our opportunities for equality and we must improve our race relations.

I stress "groping and coping" because, in this highly emotional area involving people, I think it is inevitable that anyone who is sincerely concerned is going to be frustrated. We need the kind of human beings who can grope and cope with this frustration. And we don't need the smart alec who thinks he has all the answers. In these areas there are no pat answers. They change from day to day. That is why it is so terribly important that our commanders be sincerely concerned. That sincerity and that concern is what's going to make us move toward better relations between the races and have more successful equal opportunity programs.

Why is our equal opportunity and racial harmony program so important? First of all, it is our national policy. Secondly, and maybe we should put this number one, it is right. It is the right thing for people to have as their objective. And, thirdly, it is smart from a manager's point of view.

Involvement Is Key

There are various styles of management, but I suspect that whatever style you use in the 70s there are certain key factors that are important for your success as a manager. One of the key factors is involvement—including as many people as possible in the total management process. Another key factor is to have those involved be involved not as individuals, but as members of a team. A third key factor is concern, and particularly concern on the part of the leader for the men he is leading.

The final two key factors are mutual trust—mutual trust among all the members of the team—and fun. All members of the team that are concerned do have a mutual trust, working together towards a common objective and achieving it. That adds up to fun.

As Secretary of the Army, I want you, as commanders, to know that, without reservation, you are: to be determined to achieve the objective of good race relations and equal opportunity for all; to be committed to developing and implementing plans towards these objectives. Finally, you personally are to be involved in the implementation of the plans.

As a manager, I know that we have to put priorities on our various problems, put priorities on objectives. Action on many of our objectives and problems we must delegate to good subordinates. However . . . this is a non-delegatable responsibility.

Every commander must be personally responsible for the race relations and equal opportunity programs within his command.

I am aware that this will create added burdens and I don't anticipate that commanders can do everything. Both commanders and their staffs—equal opportunity officers in particular—must share the burden in this area. Commanders, however, are personally responsible and must personally make that fact known throughout their commands.

Thus far, I have stated our Department of the Army policy. I feel strongly about it, and you should consider it as a requirement. Now let me discuss [other] areas . . . which . . . concern me.

Eliminate Racial Tension

First: . . Do you have a problem back in your unit? . . . The answer is yes. Every man and woman in this room faces a potentially serious racial situation in his or her unit. It is not enough to say that we have improved on the situation, and that it is one we inherited from society. Racial tension is the Army's problem. From whatever source we have received it, it impedes the achievement of our objectives. It is you and I, not society, who must eliminate it from the Army.

I can recall, fairly early in '69, just after becoming an Assistant Secretary of Defense, I visited with noncommissioned officers in one command who told me, "We have no racial problems." That was a terrible error. Not only that they thought it, but more importantly that they convinced top officers in that command. We must avoid a repetition of errors like this.

Second, I have a feeling that one of the biggest obstacles to resolving our problems of racial tension is a credibility gap between commanders and the minority troops they lead. I believe that one of the most significant causes of this credibility gap is an inability to empathize, and I define empathy to be the ability to look at the facts through the other man's eyes. That is difficult to do. Let me use two emotional examples. . . .

My first example involves the Confederate flag. For a WASP born and raised in Wisconsin, the Confederate flag simply represents the state flag of Alabama. Normally, it wouldn't upset me a bit to see the state flag on a barracks wall or on a car as a sticker. But here I think I have developed a little empathy. I know that most blacks, when they see the Confederate flag, don't see the state flag of Alabama. The black man sees a symbol of the white majority through hundreds of years of doing things to his race about which he does not want to be reminded. I suggest that the white man who understands this view when he sees the Confederate flag has empathy with the black man.

Another example is the clenched black fist. I know, having talked with a number of black troops about this, that the clenched black fist is a symbol of brotherhood, a symbol of fraternity, of unity, of good common purpose. Yet I

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". . . This is a non-delegatable responsibility. . . . Every commander must be personally responsible for the race relations and equal opportunity programs within his command. . . . Both commanders and their staffs . . . must share the burden in this area. . . ."

". . . What about the . . . commander . . . who . . . because of his background . . . simply cannot accept other officers or other men who are racially different as equals? . . . Simply answered . . . that man cannot serve as an officer in the United States Army. . . ."

must tell you that this same clenched fist is often interpreted by whites as the symbol of a black who wants to be segregated from the rest of the citizens of the United States of America. Mind you, it's what the eye perceives it to be that's important.

Here, I think in particular, is where Equal Opportunity Officers can be of invaluable aid to the commander. Help the commander to have empathy. When the white commander jumps to the wrong conclusion about a black symbol, for heaven's sake, tell him how it is, not what he thinks it is. It is through this empathy that real communication among the races will become possible.

Two Scare Phrases

In the area of race relations there are two scare phrases—"reverse discrimination" and "white backlash"—phrases that, again, mean different things to different people and, perhaps, which defy definition. I am chiefly disturbed by the fact that they are both used frequently by individual commanders as excuses for inaction.

Let us consider "reverse discrimination." Frequently when I have asked about implementing various possible affirmative actions, I have been told that such actions would constitute "reverse discrimination."

I will never advocate discrimination in any form. However, I think we as commanders, when we hear the flip phrase "reverse discrimination," should not immediately abandon our affirmative action programs. For instance, searching diligently for a member of a minority group who is competent and capable of filling a command position is not reverse discrimination. And, fighting hard to be sure equality exists in your command is also not reverse discrimination.

The second alibi I often hear is the fear that an action will cause white backlash. I agree that, to assure the success of our programs, white backlash should be avoided, *at almost all cost*, but not at *all cost*. Almost everything that should be done, in my opinion, can be done, and white backlash will be avoided if three conditions are present:

- First, the policy is fair,
- Second, the policy is implemented in a determined and firm way,
- And, third, the policy and the implementation are candidly and honestly discussed. Men of good will (and the vast majority of human beings are men of good will), will understand and will not resent a fair policy, firmly implemented, if it is candidly and honestly explained to them.

Discrimination based on race is contrary to Army policy. . . . What happens if we spot discrimination? Often, when we do spot discrimination, the action that must be taken causes commanders and managers some discomfort, if it's not a bad guy doing the bad thing as the result of bad motivation, but rather good people doing habitual things for what they consider to be right motives. What do we do when we spot discrimination under these circumstances? We eliminate it!

It doesn't matter whether good people are using habitual practices to achieve what they think is the right objective. The rule is, when the commander spots discrimination, his responsibility is to eliminate the practice and, if need be, the source.

You may wonder if this rule applies to foreign countries whose people discriminate against our soldiers and civilians. Obviously, we have limitations in a foreign country, but we don't condone their discriminatory practices and we will take whatever action is necessary, with all powers within our means, to eliminate those practices.

In the United States, when the practices are generally approved by the community, commanders must eliminate those practices to the best of their ability, not only by use of the off-limits sanction, but also by seeing to it that the community firmly and publicly understands that the Army will not condone these practices. Now, I am not suggesting that in these communities you should use a bat and swing wildly. I think that you should use savvy. Nonetheless, in matter of this sort, the sooner the objec-

tionable practice is eliminated the better.

Finally, what about the white commander, or, indeed, the commander of any cultural or ethnic background who is very intelligent, very honest, has had an excellent record, but says that, because of his background, he simply cannot accept other officers or other men who are racially different as equals? I say that question is very simply answered: that man cannot serve as an officer in the United States Army.

Expanded Opportunities For Women

For many years, women have been limited in their participation in all aspects of Army life. I don't need to tell you that attitudes regarding women and their roles in our society have been undergoing rapid transition. Our recent moves to increase the utilization of women in the Army reflect these changing attitudes. . . . For instance, I am sure that you are aware that Brigadier General Mildred Bailey recently announced that the Department of Army has set as a minimum objective doubling the size of the Women's Army Corps by 1978. I will predict that that objective will be met and passed long before 1978. We have also expanded the number of military occupational specialties for which women are eligible.

We are now also in the process of having women join men in advanced training. Women are now participating in ROTC training. These are all very positive actions. The Army has recognized the problem, and in its own selfish interest is solving that problem, while doing what is right. . . . There are a few MOS's (Military Occupational Specialties) that women may not fill right now—those associated with fighting in combat or strenous physical demands. I believe these restrictions are appropriate. The important thing to remember is that . . . the Army is moving on every front to give women an equal share in the opportunity to serve their country.

You have an exciting prospect ahead of you. I remind you that as commanders you cannot delegate the responsibilities for racial harmony and equal opportunity within your units. . . . It is vital to our national survival. It is vital to the ideals which our Nation has always stood for. It requires commitment and the willing assumption of a heavy responsibility.

There is no panacea. Let me also assure you that as we chip away, moving towards a common objective, we are going to have a very satisfying and rewarding experience.

General Brooks Speaks Out

Equal Opportunity Chief Discusses Army Programs

The keynote address at a recent Army Race Relations Conference at Fort Benning, Georgia, was delivered by Brigadier General Harry W. Brooks Jr., Army Director of Equal Opportunity Programs.

"The war against discrimination, bigotry, and racial disharmony will not be won in the Pentagon," he said; it will be won through "the involvement and commitment of leaders in field."

During his address General Brooks discussed problems, progress, current race relations and environment, and the strategy to be employed to improve the Army's Race Relations/Equal Opportunity (RR/EO) posture. Following are excerpts from his remarks:

While this conference will center on major Race Relations/Equal Opportunity problems and proposed solutions, it is appropriate to maintain perspective by reviewing some of the positive steps and achievements which already have been accomplished.

In discussing these achievements, it should be noted that they apply primarily to Equal Opportunity, and impact only indirectly on the level of racial tensions at unit level—which points out the complementary nature of these two factors. Race Relations must be addressed as a separate and distinct problem.

Some Notable Achievements

• **Race Relations Education.** The Army's Race Relations Education Program is a three-pronged effort consisting of training conducted in basic combat training, Service school establishments, and in unit training programs and race relations orientation for the Army's leadership. Since its inception, the Army race relations training program has exposed over 800,000 personnel to race relations training in the Service schools and basic combat training.

• **Army Woman Power.** Another high priority effort has been the expanded utilization of women in the Army. To mention but a few of the major actions, the percentage of enlisted occupations open to women was expanded from approximately 40 percent to 90 percent . . . The WAC officer advance course and the WAC NCO course have been eliminated . . . and women are being integrated into the male course system.

• **Higher Grades, Key Positions and Service Schools.** The percentage of minority officers in command positions has increased. . . . Two of the Army's 13 divisions are commanded by minority officers. . . There are approximately 115 minority group officers assigned to the Army staff, the Joint Chiefs of Staff, or within the Offices of the Secretary of the Army and the Secretary of Defense . . . a significant change from the less than ten assigned to these career-enhancing positions just six years ago.

It is important to note that the Army's Race Relations/Equal Opportunity Program does not at any point advocate the placement or retention of unqualified personnel in any position. Indeed, such action would be detrimental to the program and to the mission accomplishment of the Army.

Serious Problems to be Solved

Despite these gains, a current assessment of the Army's Race Relations/Equal Opportunity environment reveals clearly uneven progress, Army-wide, in the resolution of Race Relations/Equal Opportunity problems. The following areas are of particular concern.

Racial tension continues to have the potential to erode the Army's capability to perform its primary mission. The Army chain of command is inconsistent

in its ability to administer racial problems, a factor which emphasizes our need for leadership education and training.

Perception discrepancies and faulty communications across racial lines remain principal obstacles to an improved racial environment. . . . Some leaders do not see the need for intensive RR/EO management. Many minority soldiers perceive discrimination in promotions, assignments and military justice. And finally, many majority soldiers perceive preferential treatment being given to minority soldiers. These situations have been appropriately summarized as "the worst of all worlds."

Other problems include continued personal discrimination against minority soldiers in the United States and overseas, under-utilization of minority personnel within many occupational areas, a lack of viable compliance monitoring procedures and of publicizing Army RR/EO objectives and achievements, a need to improve the administration of military justice, and inadequate commitment of resources at unit level to manage RR/EO activities.

Principles Leaders Should Know

As with any other complex problem requirement, the resolution of Army race relations and equal opportunity problems calls for an overall strategy with principles and an appropriate organizational structure.

The Department of the Army has developed a set of principles which form the basis for the Race Relations/Equal Opportunity Programs. These principles will be incorporated in the new Army Regulation 600-21 and will be taught in the Army school system. It is considered that all leaders should be able to articulate these principles as a means of achieving Army-wide clarification of our Race Relations/Equal Opportunity Program intent. The principles are:

- The primary goal of all Army race relations and equal opportunity actions is the positive creation of an atmosphere of racial harmony; it is not the simple avoidance of racial disorders. In this regard, unit programs should be based on a positive award type of orientation rather than a negative or sanction orientation.
- Army commanders at all levels are responsible for achievement of race relations and equal opportunity objectives. The chain of command must continue

Brig. Gen. Harry W. Brooks Jr.

to be emphasized as the primary and preferred channel for correcting discriminatory practices and for communicating on racial matters. This principle in no way detracts from the utilization of enlisted or NCO or similar councils as a means of providing participatory communications.
- Army RR/EO activities are based on affirmative actions which go beyond non-discrimination to planned and positive steps to identify and to correct existing discrepancies and inequities as a matter of the highest priority.
- An essential condition for the Army to accomplish its primary mission of national defense is the preservation of a high state of discipline and good order. The quality of discipline cannot be compromised in a drive toward social programs.
- The most constructive approach to reducing racial tensions is the promotion of supportive relationships between soldier subgroups and the Army. Consistent with this principle, it is clearly in the Army's interest to support the soldier's legitimate drive for individual and cultural pride.
- Effective implementation of the Army RR/EO Program requires high level policy formulation, decentralized execution, maximum participation by all levels of command, and compliance monitoring procedures.
- Based on the assumption that dysfunctional race relations behavior can be changed, the primary emphasis of Army race relations education and training is on the changing of behavior and the creation of an improved appreciation of individuals and groups as human beings. It is fully expected that changes in attitude will also follow from a well-planned and executed race relations training plan.
- Army standards for career development must be maintained to levels commensurate with the mission requirements of the Army. Establishment of dual standards or lower standards for minority Service personnel output is undesirable: This principle does not detract from actions to provide supplementary training or education which minorities may require to meet established standards.

A New Urgency

In summary, we are moving ahead and we have a platform of achievements to build on, especially as relates to minority equal opportunity. Our efforts must be intensified, especially concerning race relations and equal opportunity for soldiers of Spanish origin, women, and other minorities.

The Army, with its myriad cultural and social backgrounds, is facing a new urgency to resolve problems in race relations. Neither the Army nor the Nation can afford continued under-utilization of minority soldiers. And certainly we cannot long endure combat units with a significant number of hostile or alienated soldiers.

The call to affirmative action is not new. Indeed, it was articulated in an executive order by President Kennedy 11 years ago and re-affirmed by subsequent Chief Executives.

But clearly all the rhetoric and printed words won't make the program work. In the Pentagon positive programs are being implemented. But the war against discrimination, bigotry and racial disharmony will not be won in the Pentagon.

If we are to succeed, it will be because of the involvement and commitment of leaders in the field who understand the relationship between problem resolution and mission capability, and who use the traditional management expertise of the Army to solve the problems. And if we fail, the burden of failure will be clearly on the shoulders of those directly charged with leading American soldiers.

You can be assured that our soldiers and the Nation will be watching how well we succeed in our efforts to work out our differences.

Marine Corps Order 5350.5

Race Relations In The U. S. Marine Corps

The Marine Corps policy on equal opportunity is contained in Marine Corps Order 5350.5, which says:

> "The Marine Corps will provide equal opportunity for all military members and civilian employees without regard to race, color, religion, sex or national origin . . . Discrimination in any form will not be tolerated. . . . Fair and impartial treatment of all personnel is a significant element of leadership which will be given appropriate consideration in performance evaluation."

This policy was clarified and re-emphasized by the Commandant, General Robert E. Cushman Jr. In a recent letter to all generals and commanding officers, he wrote, "First, I fully expect leaders to lead. To be successful, equal treatment and opportunity for all Marines and civilian personnel must be carried out vigorously and conscientiously at all times. *Those individuals who cannot or will not abide by this principle should seek other employment* There is no room for such Marines in our Corps today."

The message is very clear. It was not intended to intimidate, but rather to let all Marine Corps personnel know the position of the Commandant.

In the Headquarters Marine Corps organization for equal opportunity, a lieutenant general, the Deputy Chief of Staff for Manpower, is the Commandant's personal representative for equal opportunity matters. The Assistant Chief of Staff G-1 is responsible for development of policy and guidance on all equal opportunity matters.

The Equal Opportunity Branch was established in 1969 to render staff assistance to G-1. It is divided into two sections—the Equal Opportunity Section and the Human Relations Section. The Human Relations Section is responsible for development and implementation of the Marine Corps Human Relations Training Program.

To date the Marine Corps has not established equal opportunity or minority affairs billets at subordinate commands, since the Marine Corps position has been that this responsibility is inherent in command responsibility. It is believed, for example, that the G-4 (Logistics) should become as aware of the need to name streets and facilities after minority Marines as the G-1 (Manpower and Personnel) is aware of the need to eliminate serious rank and occupational field racial imbalances where they occur.

Maj. Edward L. Green

Special Minority Affairs Assistant to the Marine Corps Commandant

Nevertheless, a number of Marine commands have created a general staff section, headed by the assistant chief of staff for human affairs. Expansion of this concept is now under review.

To emphasize responsibility in this area, the "remarks" section of all officer and noncommissioned officer fitness reports will contain a statement of that person's contribution and leadership in human relations.

Racial Composition of the Marine Corps

As of March 31, 1972 the officer strength of the Marine Corps was a little over 19,400 officers; at that time 1.4 percent (269) was black. The senior black officer in the Marine Corps is a lieutenant colonel. There are now four black officers of this rank, and one additional black officer was selected on the FY 73 board. There is one minority full colonel, who is a Guamanian. It is not likely that a black Marine Corps officer will be considered for promotion to brigadier general before 1977.

The total enlisted strength of the Marine Corps as of March 31, 1972 was a little over 177,600, of which 13 percent was black.

In examining the distribution of black Marines within selected occupational groupings, there is a noticeable underrepresentation of blacks in such fields as electronic communication/intelligence and aircraft equipment repair (3.2 and 7 percent respectively), and an overrepresentation in infantry/artillery (19.7 percent) and food service/supply (17.4 percent).

One of the major factors believed to be influencing this distribution is performance in aptitude tests administered during the recruit training cycle. The recruit assignment process is now being examined to insure that a selected percentage of minority Marines will be assigned to occupational specialties which now show an under-representation, as long as a minimum qualification is met. It is hoped that this will result in a more equitable distribution of minority Marines.

Minority Officer Recruiting

Minority officer procurement continues to be difficult. The current strength is 378 minority officers, of which 285 are black—1.5 percent of the total Marine Corps officer strength.

A minority officer procurement unit

has been established at Headquarters Marines Corps to direct a procurement program. There are 12 minority officers in the six recruiting districts throughout the country emphasizing this effort, and minority officers have also been assigned to the Naval Reserve Officers Training Corps (NROTC) units at predominantly black colleges and universities.

Additional emphasis was brought to this program when the latest Marine Corps advertising contract contained the requirement for a minority firm to be used in any advertising aimed at minority personnel.

Human Relations Training

The Marine Corps Human Relations Training Program is the counterpart of the race relations training programs in the other Services. The Marine Corps program covers training and education in human values, racial issues and their resolution, cross-cultural problems and the military man's role in the Service and society. This course requires 20 hours of guided discussion.

Currently there are 113 human relations instructors performing full-time duties in human relations at all major commands. This course has been presented to approximately 30 percent of all Marines to date. It is anticipated that by the end of FY 73 all Marines at major commands will have completed this course. Trained human relations instructors are authorized an additional MOS (Military Occupation Specialty) identifying their skill in this area.

As for the Marine Corps Reserve establishment, a pilot study began in September 1972 to determine the most effective way to implement human relations training throughout the reserves.

As of July 1, 1972, the Marine Corps Human Relations Institute, (at San Diego, California) was designated a formal Marine Corps school.

Equal Opportunity Actions

In addition to actions aimed at eliminating and discouraging actual instances of discrimination, action has also been taken to address procedures which merely cause a Marine to perceive discriminatory treatment where in fact it may not exist. Toward this end the following actions have been directed by the Commandant:

- Minorities will be represented on major boards and committees at Headquarters Marine Corps.
- Service Record Book entries which affect promotion and assignment will be discussed with the individual.
- Punishments, including Article 15, will be published at formations.
- Work details will receive wide dissemination and, where feasible, be published at formation.

The equal opportunity effort at the commands is monitored in several ways. Equal opportunity is a separate area of interest for all inspector general visits. When the Commandant visits major commands, his Special Assistant for Minority Affairs accompanies him to review the equal opportunity programs at the commands. This is always a major briefing item during the visits also.

Commandant's Advisory Committee

In addition to these efforts, the Commandant has a special Advisory Committee for Minority Affairs, composed of prominent civilians from all segments of the minority community. The mission of the committee is: to advise on ways to bring effectively the true policy of equal opportunity to all Marines; to assist in the recruiting and retention of minority officers; to examine the application of the Uniform Code of Military Justice to minority personnel; to analyze attitudes of Marines and to make recommendations for acceptance and support of the Committee goals; and to assist in matters involving public and community relations.

Activities of this committee include sub-committee trips to major commands, speeches to local groups, assistance to recruiters in gaining access to local colleges, and meetings with the Commandant to review progress and plan new actions.

Marine Corps authorities believe that progress is being made but say, "We are not satisfied yet." The goal is "to institutionalize equal opportunity throughout the Marine Corps."

RANKING BLACK MARINE. Marine Lieutenant Colonel Frank E. Petersen Jr. (left) chats with a member of his ground crew prior to a flight from the Naval Air Facility at Andrews Air Force Base, Maryland. Colonel Petersen, the senior black officer in the Marine Corps, is now a student at the National War College, the Nation's highest military Service school.
(Official DoD Photo)

Air Force Regulation 30-1

Race Relations In The U. S. Air Force

The fundamental Air Force policy with respect to discrimination is Air Force Regulation 30-1, "Air Force Standards," which says:

"Commanders will conduct Air Force affairs without regard to race, color, religion, national origin, or sex, consistent with physical capabilities of members. Discrimination—by act or by inference—against military personnel or their dependents, on or off base, will not be tolerated. Personnel who cannot practice this standard are not fit to command or supervise."

The directive is the benchmark for all other Air Force equal opportunity and treatment directives.

While no cause-and-effect relationship can be proved, it is significant that since publication of this regulation approximately a year ago, racial harmony in the Air Force has improved.

In the Air Force, Equal Opportunity functions under the social actions concept. The Social Actions Office contains the program elements of drug and alcohol abuse, race relations education, and equal opportunity. A conceptual intent of the program is that there be no intervening layers between social actions personnel and the senior installation commander.

Race relations education is separate and distinct from equal opportunity, and different personnel man each program element. The race relations instructor is considered solely an educator. As the Air Force views it, equal opportunity and treatment efforts are geared toward individual grievance resolution. These grievances would center normally, but not exclusively, around factors related to race, color, culture, national origin, religion, or sex.

Activity in this area is immediate and short-range. On the other hand, the education effort is long-range and recurring.

The individual is afforded various routes or avenues for airing grievances and for seeking redress. Ideally, the Air Force wants these problems solved within the chain of command. The equal opportunity officer, in fact, works with the chain of command or aids movement of a problem through the chain. However, if the problem cannot be solved successfully within a unit, the Air Force equal opportunity officer can then bring the matter to the attention of the senior commander.

Brig. Gen. Lucius Theus, USAF

Special Assistant for Social Actions, Deputy Chief of Staff (Personnel)

The primary vehicle used for dissemination of policy and procedures to the field is the Air Force Social Actions Manual. This very comprehensive document has been released to the field in final draft form and is currently being staffed at Air Force Headquarters. Heretofore, subordinate equal opportunity command personnel have primarily been told *what* must be done. The Social Actions Manual explains *how* to do it.

Social actions regional conferences are attended by equal opportunity and other social actions personnel on an area-wide basis. Attendance is geographic rather than major command-oriented. For instance, last August a Northwestern United States Social Actions Conference was held.

Not only do these conferences serve as excellent vehicles for cross-feed of information, but they afford opportunities to communicate at length desirable methodology. Conduct of these conferences is a function of two Headquarters Air Force Social Actions Assistance Teams.

Available to the newly-appointed equal opportunity officer and NCO is a two-week course in human relations, conducted by the Air Training Command to provide a basic orientation in topical inter-personal conflict. This basic orientation is later supplemented by intra-command equal opportunity seminars.

The major command equal opportunity officer is responsible for the professional development of subordinate equal opportunity personnel. In terms of formal schooling, an expanded course is now being specifically designed for the administration of the base-level equal opportunity function.

Man-to-man or supervisor/subordinate discrimination at the unit level is the crux of the problem. In a recent Air Force-wide sample survey, black airmen were asked to rank such factors as promotion opportunity, daily duty assignments, and so on, as areas of significant or perceived discrimination. Ranked one, two and three were:

- Attitudes and treatment by superiors,
- Attitudes of fellow airmen, and
- On-base clubs and social activities.

Discrimination in promotion, housing and assignments ranked lowest on the scale of perceived racial discrimination. However, in the area of military justice, 66 percent of black officers and 53 percent of black airmen felt that minority personnel receive more severe administrative and judicial punishment for the same offense than majority personnel.

Again, the focus of complaints is more on what is occurring at a particular installation rather than the system as a whole. However, at Headquarters, the Air Force is also taking actions similar to those of the other Services in attacking institutionalized equal opportunity problems.

Early in 1970, the Chief of Staff approved "The Air Force Personnel Plan." This is the guiding collection of concepts, goals, and objectives for management of Air Force personnel. This plan, which consists of eight volumes covering such other personnel matters as structures and systems, has as its heart Volume I, "Objectives."

As a clear indication of the priority which equal opportunity enjoys within the Air Force, a special annex entitled "Social Actions" was published. The Social Actions Annex describes in detail the inter-relationship between each of the social actions programs. It also sets forth in straightforward language how and why these programs must be totally integrated into everyday Air Force personnel management.

The 308 personnel objectives in the plan are grouped into what are called "Personnel Life-Cycle Functions." Thus, personnel are procured, educated or trained in an Air Force specialty, assigned in that specialty, sustained throughout their Air Force careers, and finally separated or retired.

Early in 1972, the Air Force examined each of the 308 objectives in the personnel plan to determine which had equal opportunity implications. This screening pointed up 122 objectives, or about a third of the total.

Each of the identified objectives was then modified to include an appropriate statement which would insure equal opportunity and treatment and eliminate the potential for discrimination. For example, the objective of increased minority officer representation was added to the basic procurement objective. A method of individualized monitoring of objectives was then developed. An officer is assigned, by name, to monitor the status of each objective. He establishes the milestones, spots the problems, and generally manages progress toward objective attainment.

The Air Force has learned that the logical assumption in race relations often turns out to be quite illogical in practice. Some Air Force programs were originally built upon a series of incorrect assumptions. Today, these discarded myths are accorded mock-theoretical status by professional equal opportunity personnel, though not entirely in jest.

For instance, the "bubble-up" theory assumed that minorities had a problem because of certain previous deprivations —that this problem and resultant irrational behavior came to the surface, for instance, when the temperature exceeded a certain level, when living conditions were poor, or a certain stress condition was met.

This view of minority behavior was often related to what could be called the "keep them busy" theory which assumed that sufficient activity would divert the minority mind from the ever-present, latent internal problem.

The Air Force experience has been that racial discord is related to external rather than to internal influences; that problems arise as a result of unfavorable interpersonal interaction—or exposure to other personnel.

For example, some of the busiest bases in terms of work hours and missions, both in and out of hostile fire areas, have been peak racial discord bases. Others, similarly situated, have not. On the other hand, bases with a low level of activity have not necessarily shown a proneness to racial discord due to excessive leisure.

It has been found that some equal opportunity officers operate under the assumption that success is based on the number of simultaneous, dazzling programs that can be executed at any one time. Thus, some equal opportunity officers have sincerely but unnecessarily been involved in sponsoring "soul" picnics and the like. Actually, identification and thorough investigation of individual grievances by equal opportunity officers —for commanders—have proved to be the most positive activity to reduce racial or cultural tensions.

At individual installations it often appears that racial discord is centered in certain organizations. However, the number of minority personnel in an organization is not the only factor to consider in estimating the potential for discord.

An important lesson learned is that some commanders create a psychological/racial environment at unit and organizational levels by actions that signal their attitude. It has been found that many commanders who are sincerely interested in harmonious accord have a low level of racial sophistication which consistently undercuts their position.

Thus, the commander who frequently takes a public position for equal opportunity and demonstrates support of his equal opportunity officer creates a positive environment. The opposite, the commander who never addresses the subject of race, who never takes appropriate action in instances of discrimination, creates a negative environment. It is this latter commander who usually cannot understand why he has a racial problem.

It is perhaps significant to note that the successful equal opportunity commander is normally not pushed or nudged to that position by his staff. In this area, he is usually a self-made man or a leader.

In summary, the Air Force has developed a comprehensive system for managing all aspects of equal opportunity. Of course, the key is the individual commander. The goal is to provide commanders with the best-trained and most capable equal opportunity personnel possible. Heretofore, these equal opportunity personnel have either been full-time or part-time, depending on the command. However, the larger commands currently man equal opportunity positions at base level on a full-time basis.

Air Force-wide manning of base-level equal opportunity positions on a full-time basis soon will be directed. This manning will be accomplished by job trade-offs. Thus, the Air Force has both an institutional and an organizational management approach. Air Force leaders feel that this combined approach represents a significant step toward achieving the Air Force goal of equal opportunity for all.

On October 18, Air Force Chief of Staff General John D. Ryan called on major commanders to support the Equal Opportunity Race Relations Education programs "with the same vigor and enthusiasm as that given the flying mission."

Race Relations In The U. S. Navy

The Navy's Race Relations Education Program has as its objective the elimination of racism from the United States Navy. The Chief of Naval Operations, Admiral Elmo R. Zumwalt Jr., stated his policy, and the Navy's policy, very clearly two years ago when he said:

> "Ours must be a Navy family that recognizes no artificial barriers of race, color or religion. There is no black Navy, no white Navy—just one Navy: the United States Navy."

In November 1970, the Chief of Naval Operations convened a series of retention study groups. One was a group of black officers and their wives who met in Washington for a week, discussed problems, and then gave a briefing to the Secretary of the Navy, the Chief of Naval Operations, and other senior personnel. The insights gained from that group had several results. One was the appointment of a Special Assistant to the Chief of Naval Operations for Minority Affairs. The other was the establishment, in June 1971, of the Human Resource Project Office with a Race Relations Education Program.

This program was launched by what is known as a Z-Gram—a personal message from Admiral Zumwalt—to the entire Navy. In this Z-Gram (Z-66) Admiral Zumwalt discussed the retention study groups, and outlined steps the Navy intended to pursue in the area of equal opportunity.

The Navy's Race Relations and Equal Opportunity Programs are, in effect, dual but complementary programs. The Special Assistant to the Chief of Naval Operations for Special Projects is the Chairman of the Advisory Panel for Equal Opportunity. This panel consists of representatives from Personnel, Recruiting, Information (CHINFO), and Plans and Policy. Under the panel is a working group made up of the representatives from these areas, the co-directors of the Race Relations Program, the Equal Opportunity Officer for the Chief of Naval Personnel, the Minority Recruiting Officer, the Special Assistant to the Chief of Information for Minority Affairs, and a representative from the Plans and Policy Division. At the same time, the panel utilizes the normal chain of command. This dual organization provides the CNO with the ability to be directly involved in maintaining the chain of command for routine administration of the various programs.

The Race Relations Education Program under the Human Resources Project Office is much like the well-known Polaris Submarine Program. In other words, this is the first time that the Navy has utilized a project approach to software or to people.

The Human Resources Project Office is responsible for the design, testing, implementation, monitoring, and institutionalization of the Race Relations Education Program. This office is also unique in another fashion. It has a five-year charter—now in the second year—which has a self-destruct mechanism built into it.

The theory is that, in this five-year period, the Project Office will have developed programs and institutionalized them so that the Navy can carry on and there will be no need for this office. Under the Project Office are four field activities known as Human Resource Development Centers. These are located at Newport, Rhode Island; Norfolk, Virginia; San Diego, California; and a fourth one, to be operational in January 1973, at Pearl Harbor. These centers focus on the Race Relations and the Alcohol and Drug Abuse programs.

In the field of Race Relations, the Human Resource Development Centers are primarily responsible for providing direct training to commands located in their geographic areas, and the training of trainers—often referred to as "a multiplier effect"—to provide additional trainers in Race Relations. The centers are also responsible for the coordination of Race Relations Education Programs in their areas. Under them, there are Race Relations Education Specialists who are assigned to a particular command in teams to provide Race Relations training. They are graduates of the Defense Race Relations Institute. Their job is strictly Race Relations Education.

The Navy's approach has primarily been three-pronged. It has programs for the operational units, programs for the bureaus and programs at the formal school level. In the formal school area, the Navy has concentrated primarily, in its first year of operation, on "accession-level training." Race Relations Education for all recruits has been instituted at the recruit commands, the Naval Academy, and the Officer Candidate School, and will soon be provided in the Naval ROTC system. Additionally, Race Relations Education is being provided at advanced schools, such as: technical schools for people who have completed basic training and who may have been out in the fleet; the new Chief Petty Officer Management School, which will be going in this year; and the Naval War College.

In each instance, the assigned staff of that school is used to run the Race Relations Education Program. The staff is trained by the staff of the Washington Project Office and the curriculum is developed in conjunction with that Office.

The Navy's philosophical approach is that Race Relations Education must actively involve the participants—that it cannot be a passive transfer of information, or a didactic approach. The Navy feels that by using experiential learning, by doing, it gets more involvement, understanding, awareness, and insight

necessary to address problems. It feels that any education program in race relations must take into consideration the concept of power. The Navy is an organization which is, for all practical purposes, 94 percent white. The power to make changes in that organization resides in the majority community, not in the minority. Equal opportunity is viewed as an integral part of the command mission and it requires direct command involvement.

In its 18 months of existence, the Race Relations Education staff has developed two programs for use in the operational forces. The first is UPWARD, which is an acronym for Understanding Personal Worth And Racial Dignity. It's designed primarily for middle management people, E-5 through E-7, and O-2 through 0-4. The staff very quickly discovered that no matter how good the UPWARD program was, whether or not it was going to make a difference would depend on the kind of training provided those in upper management. As a result, the Navy developed the Executive Seminar.

The Executive Seminar is primarily for upper management officers 0-5 and above. It is designed, first of all, to explain Department of Defense and Navy policy, and to provide for recognition, identification, and acceptance of the problem. It calls for changed insights and perceptions which can lead commanders to an examination of their own command profile. After going through the command profile, the Seminar moves into an action phase where action steps are developed to meet the problems that have emerged from the profile. One of the steps involves a "racism inventory." It allows the commander and his staff to get a good look at what his command really is, and where his minorities are. Are they in supervisory positions? What are the procedures for providing both vertical and lateral mobility?

In August 1972, the prime target population was the Flag Officer community. The Chief of Naval Personnel now sponsors a Flag Officers Seminar for all flag officers going to command. This grew out of the initial "school" for newly selected flag officers and has been expanded to include a day and half of Race Relations Education, during which a modified executive seminar session is given. Basically, the approach is the same as that of the executive seminar. The emphasis is on the responsibility and accountability of command in the area of equal opportunity.

ON BOARD VISIT. Navy Lieutenant Patricia Gailey (left), Seaman Apprentice Vanessa Mitchell (center), and Yeoman Seaman Charliss Cook visit aboard the destroyer tender USS Sierra at the Norfolk Navy Yard. (Official U.S. Navy Photo)

Like the other Services, the Navy also has problems. One is institutional inertia. There is the tremendous amount of resistance to change typical of any institution. Secondly, since more than a "transfer of information" approach to education is involved, the instructors—called "facilitators"—must have skills beyond those of just being able to instruct. This requires a longer lead time in training.

There is also a problem in acquiring the necessary number of people needed to conduct the program.

There are many things, using local resources, that can be accomplished at the local level—which leads into the next problem: Since Race Relations Education is so new and the program has limited resources in terms of people, it is unable to respond adequately, at this time, to the demands for its services. In the interim, there are many enterprising commanding officers who have developed and

instituted their own local programs.

The Human Resources Project Office plans to assist local programs, where possible, until it can come in with a more formal approach. Plans for next year involve the completion of race relations education curricula in the Navy's formal school system, to continue the institutionalization of the programs that have been developed so that commands such as Naval Training can take over education programs which are already operative.

These are all objectives for the next calendar year.

Seven Point Communication

CNO Explains Navy's Intensified Race Relations Policies

On November 10, Admiral Elmo R. Zumwalt Jr., Chief of Naval Operations, explained the Navy's intensified race relations policies to a number of ranking Washington-area flag officers.

Following are the concluding salient points of his remarks:

* * * * *

I am now directing, via this speech and in a communication to all Flag Officers, Commanders, Commanding Officers and Officers-in-Charge, that every effort be made to:

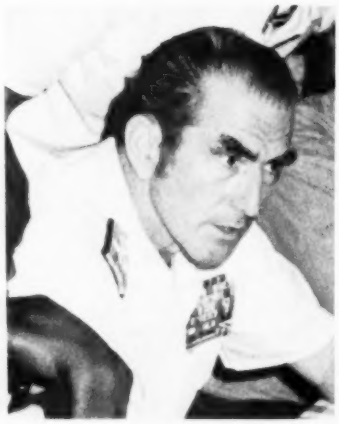
1. Create an environment within their command that makes equal opportunity a reality and discrimination, for any reason, an unacceptable practice;

2. Ensure that NAVMINS and all other message and letter directives setting forth equal opportunity policy, and race relations programs, be disseminated to, and discussed with, every man and woman under their command;

3. Place equal opportunity and race relations training at the same priority level in their training programs for officer and enlisted personnel as professional performance in the operational billet tasks assigned;

4. Seek out and take appropriate action, either punitive or administrative, against those persons who are engaging in or condoning discriminatory practices or who have violated either the spirit or the letter of our equal opportunity policy;

5. Similarly, seek out and reward those people who are particularly effective in assisting them with programs to comply with the spirit of our policy in this area;



Adm. Elmo R. Zumwalt Jr.

6. Ensure that their minority affairs assistant has established a meaningful dialogue with the minorities in their command, use him as an advisor, take measures to ensure he has ready access to them, and initiate action as they deem appropriate based on his recommendations utilizing the force of their office and subordinate chain of command, and

7. Implement additional policies and programs to achieve within their command the concept of one Navy.

In addition, I intend to use the Inspector General of the Navy as an "on-the-scene" examiner of these problems on a continuing basis.

Equal opportunity is a stated goal of our Commander-in-Chief, President Nixon, and the Human Goals program of the Secretary of Defense, Secretary of the Navy and Chief of Naval Operations.

Equal means exactly that. Equal.

Having, I hope, made my position clear on these several points, let me now speak on what I believe is the key to addressing our racial difficulties.

No program promulgated by any Chief of Naval Operations can really change an attitude. Nor can any CNO know every incident, or even respond to each incident. You cannot run a Navy, or any large organization, if the top must provide all the solutions.

Nor can you bring about real change by obeying the letter and not the spirit of a program.

Uncomprehending response or response which lacks commitment from the "heart"—no matter how correct—is essentially obstructionist. Just as obstructionist is a man who puts an order in a drawer and forgets it.

What I am asking for, and what this Navy must have if it is to continue to fulfill its mission—especially in an all-volunteer environment—is something more than programs. We must not administer programs; we must lead men and women.

The even-handed leadership of men is what it is all about.

And it can only come with every senior *leading* every junior.

It is not a push to the far edge of the untried I am suggesting, gentlemen. It is a return to our oldest and most proven tradition.

Command by leadership.

'To Increase Unit Effectiveness'

Race Relations Education In The U. S. Army

The broad purpose of the Army's Race Relations Education Program is "to promote racial harmony, thereby reducing racial tension and contributing directly to increased unit effectiveness." The specific goal of the program is "to achieve sympathetic understanding and treatment of each soldier by his commanders and his fellows."

The method used to accomplish this involves two separate elements: formal instruction in Army schools, and a participatory exchange of ideas on the history, background, life styles and contributions of ethnic and racial minorities in unit seminars.

One of the strengths of the Army's Race Relations Education Training Program, as the Army sees it, is that the program is an integral part of the Army's overall Race Relations/Equal Opportunity (RR/EO) effort. The program is designed to provide education for everyone—minority members, majority members, and the leadership structure. The goal is to provide an understanding of the racial problem, and then to find ways of solving the problem.

With its main objective combat readiness, the Army views this education program as a "Commander's Program," designed to support him and his unit and therefore requiring his personal attention and direction.

The Army's Race Relations Education Program was launched in the fall of 1970. Since its inception in basic training and Service schools, race relations training has been given to some 624,000 enlisted personnel, including nearly 313,000 NCOs, and almost 118,500 officers and warrant officers of the active Army. In addition, reservists on active duty for training have also received race relations training.

An Expanded Program

Recently, in order to comply with the desires of the Secretary of Defense that equal opportunity programs be institutionalized as a priority management function, the Army has made a complete reassessment of its race relations education effort. As a result, it has developed the concept of an expanded Army-wide Race Relations Education Program, with a view to insuring a comprehensive treatment of the subject on a continuing basis at all levels.

The program integrates formal instruction in race relations given in the training establishment with a comprehensive program to improve interracial communication—called the Racial Awareness Program—in Army units. To insure that top managers and leaders are sufficiently sensitive to the problem of racial tension and the methods of countering it, they will be given "special training."

The Concept

Formal race relations training is conducted by the Continental Army Command in basic training and Service school establishments, and involves three levels.

- Level One is the entry level, given all soldiers in the first four weeks of basic training. It provides a uniform level of understanding of the Army's race relations and equal opportunity programs and is the initial effort to counter the causes of racial tension through education. It sets the scene for an individual's Army service in an atmosphere of teamwork and racial harmony.
- Level Two courses are for young officers and NCOs. These courses reinforce much of the Level One training, but at a higher level, and provide the basis for junior leadership to deal with race relations problems.
- Level Three provides advanced race relations training for middle grade officers and NCOs and concentrates on leadership responsibilities and techniques in dealing with racial tension.

The standard courses of instruction at each level are four hours in length, but many of the 23 schools in the system have expanded their courses to six hours. At Levels Two and Three, outside study and problem-solving exercises give additional exposure. Race relations problems are integrated into other subjects in all courses.

New Racial Awareness Program

The Racial Awareness Program is a new concept designed to insure effective race relations efforts in units. It includes all unit activities directed toward improving interracial communication. Like the Equal Opportunity Program, the Racial Awareness Program will be governed by a separate Army Regulation.

Mandatory race relations seminars are the cornerstone of the program. Also included are such military and civilian community activities as "Black History Week," the observance of significant calendar events, and unit race relations conferences.

Special race relations training will be provided for top managers. The thrust of this training will be toward the command and staff responsibilities for effective RR/EO programs. Formal schooling includes courses at the Army War College, the Command and General Staff College, the Sergeants Major Academy, and the Senior Commanders Orientation Course given at Fort Knox, Kentucky.

The General Officer Orientation Program and special race relations orientations for the Army's leadership are also included.

Prime Time RAP Seminars

The mandatory Racial Awareness Program (RAP) seminars will be conducted in every unit in the Army on an annual basis. The program includes discussions from platoon to battalion level following a prescribed outline which totals approximately 18 hours. The seminars will be conducted to insure participation of every unit member—which means scheduling sessions during "prime training time." Seminar leaders will include the chain of command, Defense Race Relations Institute graduates, and graduates of unit discussion leaders' courses.

Maximum participation by every unit member will be stressed. The real strength of the program, however, will lie in improved inter-racial communication on a unit-wide basis. The Army's race relations education experts believe that if an individual misses a given seminar he will still benefit through its effect on his unit —his squad or platoon—as a whole.

The plan for the 18-hour seminars calls for six blocks of instruction on:

- DoD, Army and Unit RR/EO Policies
- Personal Racism
- Inter-racial Communication
- Minorities in American Life
- Institutional Racism
- Racial Awareness

Individual seminar hours will be devoted to such subjects as prejudice, mi-

nority and majority stereotypes, the feelings of minorities and those of majorities, the contributions of minorities to American life, the life styles of both, eliminating institutional racism in the unit, racial issues facing the Nation and the unit, and a final hour on combating discrimination.

Efforts will also be made to tie the racial preception inventory directly to the standard seminar outline so that it can be used to measure the effectiveness of the program.

Thrust Toward Teamwork

The training specialists who developed the Racial Awareness Program point out that its thrust is toward teamwork in the unit. It addresses both minority and majority views with the aim of molding all unit members together in a spirit of comradeship.

The capability of units to conduct RAP seminars will be largely dependent upon the supply of instructors. More than 2,000 unit discussion leaders will be needed to supplement some 340 teams trained at the Defense Race Relations Institute. The Army's objective is to accomplish this by January 1974. At that time over 1,400 of the Army's total of 100,000 officers will be instructors in race relations—400 full-time and 1,000 part-time.

Furthermore, under present plans, one percent of the Army's entire effort will be devoted to increasing inter-racial communication and improving racial harmony. That adds up to a total of 12.6 million man-hours per year focused on the Army's race relations.

In terms of the individual, this means that every soldier receives continuous exposure to race relations training for his or her entire period of service. For example, a first-term soldier has a potential for a total of 58 hours of race relations education in his first three-year enlistment. If he decides to stay in, he will get additional training at Basic Level Non-Commissioned Officer Education System (NCOES) or an NCO Academy and might total as high as 64 hours in his first three years.

The Army believes that its new concept for race relations education is an achievable program which follows its normal method of operation—that is, formal individual training in Service schools combined with unit development —all aimed at producing effective units operating in a spirit of teamwork and comradeship.

BLACK GRADUATES. Cadets Joseph Edwards (left)and Percy Squires received commissions in the Regular Army at the U.S. Military Academy at West Point, New York, in June. All of the 4,000 cadets in "Long Grey Line" receive instruction in racial understanding during their four-year program. Four graduates of the Defense Race Relations Institute are currently on the staff and faculty of the Academy. Of the 227 minority cadets now attending the Academy, 141 are black. (Official U.S. Army Photo)

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